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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Security Council
Sixty-fifth year

United Nations support to African Union peacekeeping authorized by the Security Council

Report of the Secretary-General

I. Introduction

1. In the statement by the President of the Security Council dated 26 October 2009 on peace and security in Africa (S/PRST/2009/26), the Council underscored the importance of developing effective partnerships between the United Nations and regional organizations, in particular the African Union. It recalled that cooperation with regional and subregional organizations in matters relating to the maintenance of international peace and security, consistent with Chapter VIII of the Charter of the United Nations, could improve collective security. In that context, the Council requested that I provide a briefing in April 2010 and submit a progress report no later than 26 October 2010 on United Nations support to the African Union when it undertakes peace support operations authorized by the United Nations. The present report follows my report of 18 September 2009 (A/64/359-S/2009/470). That report described ways in which the United Nations could provide effective support to the African Union in undertaking peacekeeping operations authorized by the United Nations and provided an assessment of the recommendations contained in the report dated 31 December 2008 of the African Union-United Nations panel established under Security Council resolution 1809 (2008) to consider modalities for support to African Union peacekeeping operations (A/63/666-S/2008/813), in particular identifying sustainable, flexible and predictable financing mechanisms for African Union peace support operations mandated by the United Nations.

2. The first section of the present report examines the progress made in strengthening the strategic relationship between the United Nations and the African

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Union. The second section describes the operational relationship between the two organizations, including initiatives to enhance institutional capacity. The third section lists the key challenges in financing African Union peace support operations and highlights initiatives taken by the African Union Commission to reform and enhance its financial management and accountability mechanisms, both in general and specifically with respect to peace support operations.

II. Strategic relationship between the United Nations and the African Union

United Nations Security Council and African Union Peace and Security Council

3. The partnership between the United Nations and the African Union and its subregional organizations has been increasingly employed in the context of Chapter VIII of the Charter of the United Nations to meet the goal of peace and stability on the African continent. Successful collective action relies on an effective and strategic partnership between the United Nations Security Council and the African Union Peace and Security Council, which should facilitate coherent decision-making and clear division of responsibility based on respective comparative advantages. Over the past year, communication and collaboration between the United Nations Security Council and the African Union Peace and Security Council has been enhanced.

4. The United Nations Security Council and the African Union Peace and Security Council continue to collaborate closely on matters pertaining to international peace and security, particularly in Africa. The African Union enjoys the unique position of being, so far, the only regional group with which members of the Security Council hold an annual consultative meeting and who visit its headquarters every other year. These consultative meetings, held on a rotational basis, have provided an important opportunity to further define and advance the strategic relationship. Since the present arrangement began in 2007, discussions have focused on overall support by the United Nations for the 10-year capacity-building programme and how best to enhance the predictability, sustainability and flexibility of financing the African Union's peace and security capability.

5. On 9 July 2010, members of the United Nations Security Council and the African Union Peace and Security Council held their fourth joint consultative meeting in New York. In the joint communiqué issued at the conclusion of the meeting (S/2010/392, annex), the members of the two Councils reaffirmed the importance of and their commitment to the further strengthening of cooperation between the two bodies, particularly in the areas of conflict prevention, peacekeeping and peacebuilding. Their discussion focused on the means to further enhance cooperation and systems for communication. Some members suggested more interaction between the two bodies, with more regular and in-depth meetings. All agreed that the annual consultative meetings should address substantive issues of mutual concern. Consideration was also given to undertaking collaborative field missions, on a case-by-case basis and as appropriate, to selected peacekeeping operations to enhance synergies in monitoring, assessment of results and response strategies. The Assembly of the African Union, in its decision 294 (XV), welcomed the developing partnership between the Peace and Security Council on the one hand, and the Security Council and the European Union Political and Security Committee

on the other, including the convening of the fourth annual consultative meeting between the African Union Peace and Security Council and the United Nations Security Council.

6. Another illustration of the growing partnership between the two Councils is the increased frequency with which African Union officials have briefed the Security Council and Special Representatives of the Secretary-General of the United Nations have briefed the African Union Peace and Security Council. Over the past year, African Union officials have briefed the Security Council on 15 occasions on various issues, including the Central African Republic, Guinea-Bissau, Somalia and the Sudan, as well as trafficking in illicit drugs in Africa and post-conflict reconstruction. My Special Representatives have briefed the African Union Peace and Security Council this year on numerous occasions, including with respect to the situations in Burundi, the Central African Republic, the Democratic Republic of the Congo, Madagascar and Somalia.

United Nations Secretariat and African Union Commission

7. The strengthened relationship between the United Nations and the African Union is manifest in the increasingly close cooperation between the United Nations Secretariat and the African Union Commission in the area of peace and security. I am happy to note a number of concrete measures that have been taken to integrate and rationalize the relationship between the Secretariat presence in Addis Ababa and the African Union. Further to the suggestions contained in my report of 18 September 2009 (A/64/359-S/2009/470), the United Nations Office to the African Union (UNOAU) was established on 1 July 2010 and is headed by an Assistant Secretary-General, Zachary Muburi-Muita. This Office integrates the mandates of the former United Nations Liaison Office to the African Union, the African Union Peacekeeping Support Team and the United Nations planning team for the African Union Mission in Somalia (AMISOM). The support elements of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) Joint Support Coordination Mechanism have also been integrated into this new Office.

8. UNOAU stands to enhance cooperation, reduce duplication and benefit from the synergies of pooled resources in a more cost-efficient manner. The Office provides an additional conduit through which the United Nations and the African Union can work together more closely in areas that include mediation, good offices and conflict prevention, elections, security sector reform, disarmament, demobilization and reintegration, public information, military and police operations, mine action and security-related matters. Although the Office is still in the process of being established, its components have been working with the African Union Commission and providing technical advice in areas such as institutional and operational capacity for mission-related administration, information technology and communications, procurement, logistics and training, particularly in the context of ongoing and future peace support operations and requirements in support of the African peace and security architecture, including the African standby force.

9. The Secretariat is working closely with UNOAU to expedite its full operationalization. The effects of the integration will need to be evaluated as the Office evolves and the Secretariat will continue to explore further areas of adjustment to enhance its effectiveness.

10. At the strategic level, the Chairperson of the African Union Commission, Jean Ping, and I convened the inaugural meeting of a joint task force on peace and security on 25 September 2010, focused on furthering the strategic partnership on peace and security between the Secretariat and the African Union Commission (see A/64/359-S/2009/470, para. 12). Subsequently, the task force met on 28 September 2010 at the level of United Nations Under-Secretaries-General and the African Union Commissioner for Peace and Security, and discussed key strategic issues and country situations that affect the work of both organizations on the African continent. It was agreed that the next meeting of the task force would be held in the margins of the African Union summit in January 2011.

11. Regular desk-to-desk exchanges between the Secretariat and the Commission are another mechanism through which cooperation on prevention, management and resolution of conflict has become more effective. In the past year, two such exchanges were held in the form of the third and fourth United Nations-African Union consultative meetings on prevention, control and resolution of conflicts in Africa, which took place on 17 and 18 December 2009 in Addis Ababa and on 14 and 15 June 2010 in Gaborone. In keeping with the recommendations of my previous report (see A/64/359-S/2009/470, para. 16), participation in these exchanges was broadened to include personnel from the areas of peacekeeping and humanitarian affairs, when applicable. These meetings have led to concrete joint initiatives at the country level and an expanded outlook on the challenges and opportunities that exist when the two Organizations work together. Additional efforts are being made on a regular basis to ensure adequate follow-up to the discussions and appropriate implementation.

12. In addition, as part of the framework for the 2010 Year of Peace and Security programme activities, a high-level retreat on the promotion of peace, security and stability took place in Cairo from 26 to 28 August 2010. During the retreat, senior officials from the United Nations and the African Union, including Special Envoys and Special Representatives working on the African continent, together with partner organizations, discussed cross-cutting issues relevant to conflict prevention and resolution and peacebuilding, including unconstitutional changes of Government; election-related violence and disputes; peace, justice and reconciliation; security sector reform; management of natural resources and wealth sharing; and challenges linked to the implementation of peace agreements. The African Union was encouraged to organize a similar retreat next year and to establish, where required, regional forums of mediators in support of peace in Africa.

III. Operational relationship between the United Nations Secretariat and the African Union Commission

13. The operational partnership between the United Nations and the African Union in peace and security is twofold. First, through the implementation of the framework for the 10-year capacity-building programme for the African Union and support for the African peace and security architecture, as well as the short and medium to long-term initiatives outlined in my previous report, the United Nations has been supporting the African Union's efforts to enhance its capacity in the area of peace and security. Second, the two organizations have been working together through various mechanisms in country-specific contexts. In addition, regular

communication on efforts being made to address the challenges faced by the continent has been enhanced at the headquarters level.

Conflict prevention and peacemaking

14. Following the Security Council's consideration on 16 July 2010, in the context of the maintenance of international peace and security, of the concept note on "Optimizing the use of preventive diplomacy tools: prospects and challenges in Africa" (S/2010/371, annex), the President of the Council issued a statement (S/PRST/2010/14) in which the Council underlined the importance of continually engaging the potential and existing capacities and capabilities of the United Nations Secretariat, regional and subregional organizations and national Governments in preventive diplomacy efforts, including mediation. The Council further welcomed the promotion of regional approaches to the peaceful settlement of disputes.

15. The Secretariat continues to work with the African Union Commission by assisting in the enhancement of its capacity for mediation and preventive diplomacy through a joint programme developed in 2008, which includes the convening of lessons learned exercises and the development of a number of tools, including a roster of technical experts in mediation. During the year under review, progress continued to be made on a number of fronts, including assistance in the development of the African Union's mediation strategy, and development of joint guidelines for conducting African Union-United Nations mediation partnerships in the future. Specific instances and details of Secretariat cooperation with the African Union Commission in the areas of early warning, conflict prevention and mediation will be provided in the midterm review of the 10-year capacity-building programme, which is to be issued in November.

Peacekeeping

16. Since 2007, the United Nations has assisted the efforts of the African Union Commission and the regional economic communities to enhance their capacity to plan, deploy and sustain peacekeeping and peace support operations. Over the past year, the Secretariat and the Commission have worked together to implement mutually agreed measures to enhance information exchange, share lessons, develop mechanisms to monitor readiness, build training capacity and enhance mutual cooperation in the area of peacekeeping.

17. In particular, the Secretariat is working with the African Union Commission to provide technical advice in the areas of military and police components, disarmament, demobilization and reintegration, security, public information, logistics and mission support as they relate to the development of the African standby force and to the African Union's current operations, specifically AMISOM. This has included making available practical tools, such as checklists for predeployment requirements and planning tools, as well as advising on United Nations best practices in other, related, areas. The operationalization of the African standby force is now in the second of three stages of development, during which effort has been concentrated on refining key aspects of the concept and the operational capabilities to support it. The capacity acquired to date will be the subject of a simulation exercise and evaluation, called *Amani Africa*, scheduled to take place from 13 to 29 October 2010.

18. The African Union, the regional economic communities and States members of the African Union have also made important progress in their collective capacity to react to threats to peace and security both regionally and internationally through the development of the African peace and security architecture. A significant amount of training has been conducted in the regions within the overall framework of the African standby force training and implementation plan, and African Union and regional planning elements are operational, albeit at different stages of development. Key elements of the African standby force concept have been endorsed by the African Union ministers responsible for defence and security, while others, such as the rapid deployment capability, police components (including the use of formed police units) and civilian capacities continue to be refined. Advice has also been provided with regard to the ongoing development of the concept for logistics, including facilitation of visits to the United Nations logistics base in Brindisi.

19. Many of the previously identified challenges related to the capacity of the African Union to deploy, manage and conduct peace support operations through the African standby force, however, are yet to be overcome (see A/64/359-S/2009/470, para. 52). In particular, key remaining challenges include ensuring the existence within the regions of the necessary, interoperable, enablers to allow them to operate effectively, and ensuring that institutional capacity at all levels has the depth to support effective deployments into extremely difficult conditions at short notice. The *Amani Africa* exercise should provide an assessment of progress, but more importantly it will serve to identify needs and shortfalls in capacity. The exercise also presents an opportunity to take stock of and refine the concept of the African standby force; establish priorities for the third and final phase of its development, and validate the goals aspired to under the African peace and security architecture and identify adjustments, if necessary.

20. The Secretariat also continues to work with the African Union Commission in the area of security sector reform within the context of the African Union-United Nations strategic partnership on security sector reform. This partnership focuses on support for the development of the African Union's security sector reform policy for the continent and the development of the African Union's capacity to implement the policy. In this context, the Secretariat will work together with the African Union Commission to develop policy tools on security sector reform and in undertaking joint security sector reform assessment and planning missions. The Secretariat has facilitated familiarization visits for African Union security sector reform experts to United Nations Headquarters, as well as participation of African Union security sector reform staff in the United Nations annual inter-agency senior security sector reform practitioners workshop. In addition, the Secretariat is working closely with the Commission in designing and implementing security sector reform orientation workshops for staff of the Commission, its field offices and the regional economic communities.

21. In December 2009 and March 2010, the Commission and the Secretariat worked together towards the development of the African Union's guidelines on protection of civilians. This collaboration focused on sharing lessons learned and best practices developed in United Nations peacekeeping in order to adapt those experiences to the context of the African continent. The Commission intends to use the guidelines to provide guidance to African Union missions on the ground and for drafting mandates to be authorized by the Peace and Security Council. In this respect, sensitization workshops are also planned for relevant staff, African Union

mission personnel and the African standby force regional brigades to ensure that protection of civilians is mainstreamed into all activities related to peace support operations. The African Union Summit held in Kampala in July 2010, welcomed efforts by the Commission in this regard and requested the Commission to continue its efforts and to report to the relevant African Union organs to enable them to take the necessary decisions on the basis of relevant African Union instruments. At the operational level, the United Nations continued to support efforts by the African Union and AMISOM to strengthen capacity to protect civilians and minimize civilian casualties in the AMISOM area of operations. In addition, the United Nations is supporting the efforts of the African Union to develop a coordinated and coherent communications strategy, including a robust public information aspect, to disseminate key and accurate messages on the operations of AMISOM to the Somali public and local civil society organizations, as well as the Somali diaspora.

22. In the area of humanitarian affairs, a memorandum of understanding between the Office for the Coordination of Humanitarian Affairs of the Secretariat and the African Union Commission was signed on 25 August in the framework of the 10-year capacity-building programme. This memorandum of understanding will govern their cooperation and collaboration in three areas: early warning, disaster preparedness and response; coordination; and protection of civilians in situations of conflict and natural disaster. It will also strengthen the partnership between the Office and the African Union to bring relief and protection to people in need. The signature of the memorandum of understanding coincides with the adoption by the African Union of the Convention for the Protection and Assistance of Internally Displaced Persons in Africa.

Mission support

23. In accordance with the short and medium to long-term initiatives outlined in my previous report (A/64/359-S/2009/470, para. 49), the Secretariat has been working with the African Union Commission to further address some of its key priority requirements in the areas of finance, logistics, human resources and procurement. Several steps have been taken with regard to information exchange in these critical areas.

24. One of the proposed initiatives was a framework to be identified for continued sharing of United Nations experience and knowledge related to logistics and support base operations. In this regard, six introductory visits to the United Nations Logistics Base in Brindisi and to the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo support base in Entebbe, Uganda, were made by officials from the African Union Commission and the regional economic communities over the past year. A one-month study tour of the United Nations Logistics Base is planned for logistics facility team from the Economic Community of West African States in 2011. These visits and other exchange of information provide a foundation for the establishment of an African Union logistics base on the continent in the future.

25. Other short and medium-term initiatives being explored include the possibility of providing African Union peace support operations authorized by the Security Council access to facilities at the United Nations Logistics Base; providing access to a surge capacity comprising a small team of experienced United Nations personnel in critical start-up functions such as planning, financial management, procurement,

receipt and inspection, engineering and supply; and access to the United Nations strategic deployment stocks, existing United Nations systems contracts and strategic lift capacities.

26. Progress on these initiatives would require a detailed analysis of the financial, budgetary, human resources and legal implications relating to, inter alia, mechanisms for reimbursement and interoperability of processes. Options will be developed for the consideration and approval of the General Assembly, should United Nations legislative bodies wish the Secretariat to move forward with these initiatives.

27. Lastly, familiarization visits for African Union Commission personnel to United Nations Headquarters and field missions are an important means of information exchange and enhancing cooperation, specifically in the area of peacekeeping mission support. But this also entails resources that are not presently provided for in the respective budgets. The Secretariat is exploring alternative measures that may be more practical, including the possibility of the African Union Commission temporarily seconding staff to the United Nations.

Support to current operations

28. Beyond the long-term cooperation between the Secretariat and the Commission in enhancing the latter's capability in peacekeeping through the African standby force, the Secretariat is also working with the African Union Commission to enhance its capacity to plan and manage current operations, according to the priorities identified by the Commission.

29. With respect to AMISOM, as part of the overall United Nations strategy for Somalia and in accordance with various Security Council resolutions, in particular resolutions 1863 (2009), 1872 (2009) and 1910 (2010), the United Nations has worked with the African Union Commission in the planning, deployment and operations of AMISOM through the logistics support package provided by the United Nations Support Office to AMISOM (UNSOA) and through UNOAU (previously through the United Nations planning team).

30. As detailed in my recent reports on Somalia (S/2009/684, S/2010/234 and S/2010/447), the delivery of the logistics support package has resulted in significant improvements in the living and working conditions of AMISOM personnel. The support provided through UNSOA entails the delivery of rations, fuel, general stores and medical supplies; engineering and construction of key facilities; health and sanitation; medical evacuation and treatment services and medical equipment for AMISOM medical facilities; communications and information technology; information support services; aviation services for evacuations and troop rotations; vehicles and other equipment; and capacity-building. Since April 2009, UNSOA has directly provided or supported the training of more than 700 AMISOM personnel in many of these areas.

31. As part of the support package, and as a means of building institutional capacity among States members of the African Union, liaison officers from AMISOM troop-contributing countries have been embedded with UNSOA planning and operations staff based in Nairobi prior to their deployment to AMISOM force headquarters in Mogadishu. In Mogadishu and Nairobi, UNSOA is also training logistics officers to serve in the AMISOM logistics cell in Mogadishu.

32. In addition to the support package, the AMISOM support component of UNOAU continues to work closely with the African Union Commission in the provision of technical advice and operational support in the planning and management of AMISOM, particularly in the areas of military and police planning, force generation, aviation, medical services, disarmament, demobilization and reintegration, human resources, security, mine action and explosive ordnance disposal services, training and equipment, public information, information and communications technology and other mission support areas. The team responsible for AMISOM support has assisted the Commission in developing or updating a number of core technical documents, including military and police concepts of operations, rules of engagement, mission implementation plans, strategic directives, and other standard operating procedures. The team also supported an extensive technical assessment of AMISOM conducted in April 2010. Furthermore, the team's active engagement with existing and potential troop-contributing countries and donors and its participation in a number of predeployment visits and inspections resulted in the provision of additional troops, staff officers and equipment for AMISOM. Currently the team is intensifying its support for the planning process for the next phases of AMISOM deployment.

Training

33. Ongoing training cooperation between the Secretariat and the African Union Commission is being undertaken in the context of the African peace and security architecture. This includes assistance to the Commission in conducting a series of training events tailored to support the development of the African standby force. Joint training efforts among the Secretariat, the African Union Commission, the regional economic communities and States members of the African Union have intensified over the past year. Commission personnel have also participated in the Secretariat's training courses on mediation, conflict resolution and elections and security sector reform. The Secretariat has also provided support to the Commission's work in developing sustainable and relevant training programmes for managerial-level personnel to prepare them for deployment to peacekeeping operations.

34. Training support activities are calibrated in a manner so as to enable the African Union Commission and the regional economic communities to assume full responsibility for programmes as they develop. This training focuses on enhancing planning capacity, specific functions such as logistics and police operations, and the preparation of potential senior leaders for future deployments, as well as on raising awareness of the challenges facing African standby force missions. Approximately 150 individuals from the African Union, African standby force regional mechanisms and States members of the African Union (civilian, military and police) have completed training and will be rostered by the Commission for possible deployment to peace support operations in the future. At the request of the Commission and the regional economic communities, support is being provided to the ongoing evaluation of progress in developing the operational capacity of African standby forces in the *Amani Africa* exercise and assistance has been provided to regional training centres of excellence to assist the African Union in its development of a standardized approach that will enhance interoperability.

35. In order to implement the recommendation of my previous report (A/64/359-S/2009/470, para. 49, subpara. (d) under medium to long-term support initiatives) that the African Union Commission could benefit from the establishment of a

dedicated and integral training capacity to cover all of the Commission's directorates, the United Nations will work with the Commission to conduct a training needs analysis, which will help to inform and prioritize implementation.

Long-term road map

36. Another recommendation of my previous report (A/64/359-S/2009/470, para. 48) was for the Secretariat to assist the African Union Commission in its endeavour to develop a broad, interdepartmental, long-term capacity-building road map. This can only be initiated following the African Union's consideration of and decision on the structures and staffing required for the operationalization of the African peace and security architecture. Meanwhile, the Commission has initiated a number of important internal reform measures in the past year. Of particular importance have been proposals for revamping the Commission's structure, staffing and budget (see para. 47 below).

37. In December 2009, the African Union Commission and the regional economic communities agreed, at a high-level meeting with the European Union in Akosombo, Ghana, on the need for a fresh assessment of the current qualitative status of the African peace and security architecture. The review, conducted by the African Union and the regional economic communities, assessed progress in the operationalization of the African peace and security architecture, identified challenges ahead and further defined priorities related to the architecture. As a result of this assessment, the Commission, together with its partners, intends to develop a road map setting out future priorities and capacity needs in that regard. Such a road map would be similar to that suggested in my previous report, particularly if it provided a framework, with timelines, benchmarks and arrangements for financial support, that would enhance the effectiveness of support from partners and donors. The Secretariat stands ready to assist the Commission and other partners in identifying areas within this road map where the United Nations could enhance its technical support to the development of African Union capacity in the area of peace and security.

Country-level cooperation

38. In addition to institution-building, the Secretariat and the African Union Commission work closely on the ground, everyday, in a variety of countries and areas. In addition to the daily interaction required to support UNAMID, the Secretariat and the Commission, together with the regional economic communities, have worked closely together over the past year in the area of conflict prevention and mediation in the Central African Republic, Guinea, Guinea-Bissau, Kenya, Madagascar, Mauritania, the Niger and the Sudan. In other areas where the United Nations has peacekeeping missions, such as Côte d'Ivoire, the Democratic Republic of the Congo, Liberia, the Sudan and Western Sahara, my Special Representatives work closely with their counterparts in the African Union and the regional economic community liaison and representation offices to facilitate effective coordination, timely sharing of information and provision of logistical support when requested.

39. Given the extent of the mandates of the operations in Somalia and the Sudan, the operational partnership between the United Nations and the African Union has required that additional mechanisms be put in place to ensure coherence of political strategy and division of labour. With respect to the Sudan, beyond the Tripartite

Mechanism (developed in 2008 among the African Union, the United Nations and the Government of the Sudan), which has proven to be an effective mechanism for cooperation, the United Nations and the African Union established a consultative forum this year that includes the United Nations Mission in the Sudan, UNAMID, the African Union-United Nations Joint Chief Mediator for Darfur and the African Union High-level Implementation Panel, as well as key international partners.

40. With respect to Somalia, the United Nations Special Representative in Somalia, AMISOM and the Intergovernmental Authority on Development signed a memorandum of understanding in April 2010 to enhance coordination and harmonization of approaches among the three organizations in support of the peace process in Somalia. The memorandum of understanding is intended to foster a closer partnership among key actors through regular exchange of information and the development and implementation, where applicable, of joint programmes and activities in the areas of peace, security and stability in Somalia.

41. The Secretariat and the African Union Commission plan to conduct a joint workshop in November 2010 to identify best practices and draw on lessons learned from experience in the Sudan (light and heavy support packages to the African Union Mission in the Sudan and the work of UNAMID) and in Somalia (the logistics support package for AMISOM provided through UNSOA and the technical advice to the African Union Commission). The two organizations aim to reach mutual agreement on their respective comparative advantages in the area of peacekeeping and ways to maximize the effectiveness of established and future operations and to develop models for cooperation between the United Nations and the African Union in peacekeeping in the future. In addition, the exercise will also identify specific areas in which the United Nations can assist the African Union more effectively over the course of the next year.

IV. Challenges to African Union peacekeeping capability

42. The African Union is taking crucial measures to enhance its institutional capacity to undertake peacekeeping operations, with the support of key partners. The issue of securing sustainable, predictable and flexible financing, however, remains a key challenge. To date, African Union peace support operations authorized by the Security Council continue to be funded primarily through voluntary contributions from international partners, in particular through the European Union's African Peace Facility, and through United Nations assessed contributions. By their nature, the vagaries of voluntary contributions divert efforts from the objective at hand and require a disproportionate amount of attention on fund-raising activities. As outlined in my previous report (A/64/359-S/2009/470), while making a significant contribution to the deployment of African Union peace support operations, ensuring a sufficient degree of predictability and comprehensiveness has remained a challenge, with regard to voluntary contributions in particular.

43. The African Union Peace and Security Council, in a press statement dated 15 October 2009, reiterated its call for the United Nations to consider the possibility of authorizing the use of United Nations assessed contributions for African Union peace support operations authorized by the Security Council. In this context, the African Union stresses that in undertaking peace support operations it is acting on

behalf of the Security Council, which has the primary responsibility for the maintenance of international peace and security. In its presidential statement of 26 October 2009 (S/PRST/2009/26), the Security Council reaffirmed its resolution 1809 (2008), in which the Council recognized the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a United Nations mandate, and expressed its intention to keep all options under consideration in that regard.

44. In the same presidential statement, the Security Council also underlined the need for the United Nations and the African Union to study the lessons learned from UNAMID and the logistics support package for AMISOM. While a more extensive lessons learned exercise is planned for November 2010, experience over the past year clearly indicates that the logistics support package financed through United Nations assessed contributions has been a key factor in the operation of AMISOM. At the same time, as detailed in my most recent report on Somalia (S/2010/447), dated 9 September 2010 challenges remain, in particular the lack of sustainable funding for reimbursement of the costs of contingent-owned equipment and the need to secure long-term commitments to provide troop allowances to AMISOM personnel. While the United Nations support package is funded from assessed contributions, AMISOM and its troop contributors also receive financial support from the United Nations trust fund in support of AMISOM. A further strengthening of this mechanism is critical to guaranteeing reimbursement for contingent-owned equipment and providing support in areas not financed from assessed contributions.

45. Among the challenges related to relying on United Nations assessed contributions for African Union peace support operations is that, under existing rules and procedures, United Nations support requires a case-by-case authorization by the Security Council, after which the General Assembly determines the scope of the support package and the level of assessed contributions to be provided. In addition, and as I noted in my report last year, any support provided by the United Nations would be subject to United Nations regulations and procedures and would therefore have to be accompanied by a United Nations management and accountability structure.

African Union Commission reforms

46. It is important to note that the African Union Commission has embarked on a significant management reform effort over the past year targeting the areas of staffing, budgeting and financial management and accountability. Within the Office of the Deputy Chairperson, the Strategic Planning and Management Unit has been strengthened to enable it to better focus on policy, planning, monitoring and evaluation and resource mobilization. Better strategic planning across directorates is intended to increase transparency and accountability.

47. The Commission has significantly expanded and enhanced its finance department, revamped its reporting systems, is upgrading its technological systems and is working to clear a three-year backlog of financial reporting and audits. This backlog is largely attributable to the Commission's multiple sources of funding and individual donor reporting requirements. Since the budget for peace support operations accounts for over three quarters of the Commission's budget, the Commission has taken steps to delegate some responsibilities to a newly established semi-autonomous unit in the Peace and Security Directorate and considerably

increased its human resources. The unit within the finance department dealing with peace and security has been upgraded to a division and is working to streamline working channels with the Peace and Security Directorate. While these reforms have yet to yield their full potential, donors have rightly acknowledged that financial management, accountability and reporting have improved over the past year.

48. The reformed budgetary process is consistent with the overall goals of the African Union Commission's 2009-2012 strategic plan and takes into account all sources of financing available to the Commission (with the exception of peace support operations). The aim is to avoid activities being carried out outside the official budgetary framework. In addition to defining clearer goals and timelines, the reform of the budgetary system is also intended to ensure that member States have better oversight over the Commission. The budget for peace and security is now more comprehensive, covering all relevant activities within the strategic plan rather than activities solely carried out by the Peace and Security Directorate. As a result, the budgetary estimate provides a more accurate picture of the Commission's activities in this area (the 2009 budget was $5 million and the 2010 budget was $26 million). It is, however, important to note that the newly reformulated budget does not include the cost estimate for peace support operations.

49. Another central reform initiative that has been undertaken relates to the staffing and restructuring of the Commission. Over the past five years, the Commission has grown substantially in terms of budgetary resources (in particular extrabudgetary resources), manpower and ambition. Against this backdrop, the Commission is working largely under the structure agreed in 2003 by Heads of State and Government in Maputo. Under this arrangement, the Commission is allotted approximately 675 permanent staff. While these posts have not been fully staffed, extrabudgetary resources have seen the Commission grow to approximately 1,465 staff. This has led the Commission to prepare a proposal for its reform and restructuring so as to ensure that its core structure is commensurate with the activities and tasks outlined in the strategic plan with less reliance on an extrabudgetary structure financed primarily through voluntary contributions by international partners. The proposed structure is being discussed with States members of the African Union with the hope that it can be considered at the January 2011 Summit of Heads of State and Government.

50. In the interim, and without prejudice to possible reforms, it is important to note the efforts being made by partners to assist the African Union to establish structures to help implement the African peace and security architecture. International partners and the African Union have agreed on a joint financing arrangement to help the Commission recruit 133 staff to work solely on implementing the peace and security programme, as outlined in the 2009-2012 strategic plan. This financing arrangement is designed to help ensure planning predictability for the Commission in the areas of staffing and stability and consistency of conditions of service, and to reduce the current dependence on ad hoc, short-term recruitment. The joint financing arrangement may also help to alleviate the burden of reports that the Commission has had to produce for various partners by establishing a single, unified reporting structure. While this is a significant step in the right direction, it is incumbent on States members of the African Union to expedite the approval of the various structures so that the Commission can fulfil their vision of its role in maintaining regional peace and security.

51. In addition to its internal reforms, the African Union Commission has also undertaken to mobilize resources from among its own member States. The decision taken during the 2009 summit in Tripoli to increase assessments on member States to the regular budget of the African Peace Fund from 6 to 12 per cent was an encouraging development. This increase is, however, incremental (with yearly increases of 2 per cent) and will only be realized fully in 2012. These funds may contribute to the Commission's efforts in conflict prevention and mediation, but will not be sufficient to deploy and sustain the current peace support operations.

52. The African Union Commission, as part of its 2010 Year of Peace and Security activities, is also seeking ways to creatively mobilize resources from the private sector and through public-private partnerships. Efforts are also being made to build on regional resource mobilization efforts undertaken by the regional economic communities to build their own resource base for the future operationalization of the African standby force.

53. Discussions are under way between the League of Arab States and the African Union on creating an Afro-Arab peace facility for the African Union's conflict prevention activities and peace support operations. If this becomes a reality and receives significant contributions, it would represent a major addition to and recalibration of the African Union's resource base.

V. Observations

54. The complex challenges in the world today require a revitalized and evolving interpretation of Chapter VIII of the Charter of the United Nations. The cooperation between the United Nations and regional organizations has become more and more important in addressing and resolving conflicts around the world. In Africa, considerable progress has been made through the collective efforts and collaborative endeavours of the United Nations and the African Union. Initiatives by the African Union and its subregional organizations, with United Nations support, have made significant contributions to alleviating conflict in Africa through mediation, peacekeeping and peace enforcement, often with limited resources and in the most difficult and dangerous situations. I pay tribute to the African Union's peacekeepers, many of whom have paid the ultimate price for helping secure their continent.

55. The extent to which the Secretariat can fully realize a meaningful strategic partnership with the African Union Commission in the quest for regional peace and security will rest on clear guidance and direction from United Nations legislative bodies. In previous reports, I have highlighted the need for the Security Council to enunciate its vision of that strategic partnership. This would entail a clearly defined expectation of the role of regional organizations in maintaining international peace and security, and would empower the Secretariat to be able to help implement that vision. As all stakeholders agree, cooperation between the United Nations and regional organizations does not absolve the Security Council of its Charter-mandated primacy in the maintenance of international peace and security. Efforts to work with regional organizations to collectively address the challenges of peace and security must be undertaken in line with Chapter VIII of the Charter and coordinated under the aegis of the United Nations. But without a truly strategic relationship and clear guidance, our efforts to work together will continue to be short-term, ad hoc, more complicated and often more costly.

56. In this regard, ensuring that substantive issues are addressed in the annual exchanges between the United Nations Security Council and the African Union Peace and Securi[illegible]ouncil will require a preparatory and follow-up mechanism. As a means of sustai[illegible]ollow-up to future meetings, consideration might be given to utilizing the Securi[illegible] Council's existing Ad Hoc Working Group on Conflict Prevention and Resolution in Africa to serve as an informal secretariat of the joint meetings. Security Council members from Africa could be well placed to represent the interests of the Peace and Security Council and its members within the Ad Hoc Working Group. In addition, the members of the Security Council and the Peace and Security Council may wish to consider establishing a working group of experts from various member States to support their regular consideration and discussion of matters of mutual interest on the agendas of both bodies.

57. Thus far, the existing guidance from the General Assembly and the Security Council has led the Secretariat to focus on assisting the African Union Commission in the enhancement of the African peace and security architecture in further developing its capacities in peacemaking, peacekeeping and peacebuilding. In this regard, it is critical that the Secretariat and the Commission work together to ensure that efforts are complementary and are subject to realistic benchmarks and timelines. It is also important that the African Union identify interim mechanisms that could enable it to expeditiously deploy, effectively manage and skilfully sustain peace support operations until such time that the African standby force is operational. In this context, I welcome the work of the African Union Commission and the European Union to assess the progress made in operationalizing the African peace and security architecture and hope to work together with the European Union to assist in developing a comprehensive and long-term road map for the African peace and security architecture with clearly articulated benchmarks for its operationalization. To achieve these objectives, close cooperation among the United Nations, the African Union and the European Union is critical.

58. At the same time, meaningful partnership entails a common understanding and commitment to the objectives and the methods of achieving them. Many of the capacity constraints the Commission faces are related to human resources. The United Nations is committed to assisting the African Union in addressing its needs and, in this regard, I am encouraged by the African Union Commission's efforts to identify and recruit staff, with whom it is essential that the Secretariat interact.

59. As with the United Nations, the African Union's effectiveness results from the sum of its members. The political will of the States members of the African Union will now, more than ever, ensure that that Organization is empowered to fulfil the objectives set out in its Constitutive Act and meet the current challenges to peace and security on the continent. I therefore look forward to the decision by the States members of the African Union on, and implementation of, the restructuring proposals of their Commission.

60. I applaud the African Union's aspiration and efforts to address the needs for peace and security on the continent, but in the immediate to medium term the challenge of predictable financing remains. Peacekeeping and peace support operations need to be appropriately resourced. Many of the African Union's partners, in particular the European Union, have assisted in meeting the costs associated with deploying the African Union's peace support operations authorized by the United Nations.

61. The current financial frameworks for partnership in peacekeeping operations are not conducive to building a sustainable long-term strategy. As I emphasized in my most recent report on Somalia, for example, it is my belief that the support package for AMISOM should be identical to the support provided to United Nations peacekeeping operations, and that action should be taken to ensure parity between the reimbursement rate for AMISOM contingent personnel and United Nations contingent personnel. I am committed to finding a solution to the lack of sustainable funding for reimbursement for contingent-owned equipment for AMISOM, and to securing a long-term commitment to provide troop allowances to AMISOM personnel.

62. A more predictable and sustainable mechanism must now be found, especially with regard to ensuring that the African Union can fulfil the goals set out in the African peace and security architecture. In this regard, I applaud the African Union, its subregional organizations and its member States for making additional efforts to broaden the resource base and encourage additional resource mobilization from within the continent. Efforts must also be made to enhance contributions to the African Union's Peace Fund and to ensure that those funds are predictable and sustainable.

63. In recent years, we have seen a rapid growth in the demand, scale and complexity of peacekeeping missions. The United Nations has been central to meeting this demand, but regional and subregional organizations have played an increasingly important role. Given new political realities on the ground, especially in Africa, and the financial burden of peacekeeping in a time of global crisis, the United Nations is also in the process of reflecting on how to improve the efficiency of peacekeeping operations. Efforts are being made to utilize peacemaking, peacekeeping, peacebuilding and development more effectively in the field. As we move from peacekeeping to peacebuilding in some countries in Africa, it is important to redefine the scope of our assistance, our support and our role. In this regard, our relationship and joint efforts with the African Union and its subregional organizations become even more critical. Following the periodic review of the 10-year capacity-building programme, the African Union's assessment of the progress on the African standby force and the operationalization of the African peace and security architecture, as well as the establishment of UNOAU in Addis Ababa and our joint lessons learned exercise on partnerships in peacekeeping, the United Nations will redefine its support to and cooperation with the African Union in the area of peace and security. Based on lessons learned in the various experiences in Chad, the Democratic Republic of the Congo, Somalia and the Sudan, and as part of the effort to strengthen the strategic relationship between the two organizations, I intend to submit in six months a report which will, among other things, define the Secretariat's strategic vision for United Nations-African Union cooperation in peace and security and examine the increasing variety of models for peacekeeping in Africa.

64. While military capability may be part of any potential solution, durable peace on the African continent cannot depend on the deployment of military force alone. We must look for long-term strategies at the continental, national and, above all, local levels that support the efforts of political leaders to develop effective governance and capacities to produce the essential stability. I am encouraged by the growing commitment on the part of African leaders to work with the United Nations to avail themselves of conflict prevention and preventive diplomacy mechanisms at the earliest signs of difficulty, in order to prevent crisis situations from deteriorating

to the point where the deployment of peacekeeping missions becomes the only recourse. I applaud the African Union for launching several new peacemaking and peacebuilding initiatives, associated with the Year of Peace and Security, which include further cooperation and partnership with its member States, the regional economic communities, civil society, the private sector and partner organizations.

65. Africa's needs are great, but so are the contributions that Africans have made for many years to keeping the peace in their region and beyond. I recognize and appreciate with humility the contribution and sacrifice made by so many African countries to the United Nations and peace operations around the world. As we move forward in the twenty-first century to address peace and security challenges, we will continue to work in partnership with the African Union. I would like to pay tribute to the Chairperson of the African Union Commission, Jean Ping, for his leadership and his personal commitment to the management reform process within the Commission. I would also like to pay tribute to the men and women of the United Nations and the African Union who are serving in Africa for the cause of peace and stability on the continent.